

Emergency Support Function #10 Hazardous Materials

Primary District Agency: DC Fire and Emergency Medical Services Department

Support District Agencies: DC Hospital Association
DC National Guard
Department of Employment Services
Department of Health
Department of Human Services
Department of Mental Health
Department of Public Works
Emergency Management Agency
Metropolitan Police Department
Office of the Chief Medical Examiner
Washington Metropolitan Area Transit Authority

Lead Federal Agency: U.S. Environmental Protection Agency

I. Introduction

Within the context of the ESF, the term “hazardous materials” is defined broadly to include oil; hazardous substances under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended; pollutants and contaminants defined under Section 101 (33) of CERCLA; and certain chemical, biological, and radiological material, including weapons of mass destruction (WMD).

A. Purpose

The purpose of ESF #10—Hazardous Materials is to provide a coordinated response to actual or potential discharges and/or releases of oil, chemical, biological, radiological, or other hazardous substances in the District of Columbia (DC).

B. Scope

Major activities include the control, containment, identification, assessment, mitigation, and monitoring of hazardous material releases into the environment. The delivery of emergency medical services to victims of hazardous material incidents as well as the decontamination of victims and emergency responders by the DC Fire and Emergency Medical Services Department (DCFEMS) is addressed in this ESF. ESF #10 also coordinates the removal and disposal of hazardous materials with appropriate agencies and/or contractors.

II. Policies

- A. As the primary agency for ESF #10, DCFEMS develops hazardous materials policy, provides planning guidance and coordination assistance, standardizes unit procedures, evaluates operational readiness, and funds special equipment and training requirements.
- B. The Incident Command System (ICS) will be implemented to effectively manage and control resources at the scene of emergencies involving hazardous materials.
- C. The DCFEMS Personal Accountability System will be used to track and control the movement of DCFEMS personnel at emergency incidents.
- D. The District of Columbia executes responses to hazardous materials incidents according to the policies outlined in the following documents:
 - DC Comprehensive Hazardous/Toxic Materials Emergency Response and Weapons of Mass Destruction (October 2001);
 - DC Fire and Emergency Medical Services Department ICS/Standard Operating Procedures (SOP) for Hazardous Materials Incidents;
 - DC Fire and Emergency Medical Services Department Medical Protocols for Patient Care;
 - DCFEMS Guidelines for Response to Weapons of Mass Destruction Incidents;
 - SOP for Response to Bombing Incidents; and
 - Federal Response Plan (FRP) ESF #10—Hazardous Materials Annex for applicable federal laws and related annexes.

III. Situation

A. Disaster Condition

Natural or human-caused disasters could result in numerous situations in which hazardous materials are released into the environment. Fixed facilities that produce, generate, use, store, or dispose of hazardous materials could be damaged so severely that existing spill control apparatus and containment measures are not effective. Facilities that use large quantities of hazardous chemicals, such as wastewater treatment plants, significantly contribute to this risk. Areas at risk for hazardous materials transportation accidents lie along highways, rail lines, pipelines, rivers, and port areas. These risks are further compounded by other hazards such as floods and hurricanes. Terrorist incidents involving WMD, including chemical, biological, and radiological material, represent additional risks associated with hazardous materials. (See Terrorism Annex—under development.)

B. Planning Assumptions

1. An extensive transportation system serves the area in and around DC and is used by both commercial and private vehicles, making a technological public emergency an increasing possibility. The Department of Public Works (DPW) has designated and posted hazardous cargo routes for trucks through the city. Maps have been created showing the railroad system and barge routes. Areas adjacent to these transportation systems are most at risk from the occurrence of an incident. Additionally, terrorist incidents that involve the intentional release of hazardous materials as well as the possible use of chemical, biological, radiological, and other WMD place other areas of the city under additional risks.
2. Immediately prior to a hazardous materials incidents, all emergency support systems are fully operational.
3. Densely populated areas will be adversely affected by a hazardous materials incident.
4. Major hazardous materials incidents can produce extremely hazardous situations when they occur in or near commercial plants or public facilities.
5. Hazardous materials incidents may result from a natural disaster. They also may occur as the result of accidental or intentional releases and terrorist acts.
6. At the time of a public emergency, hazardous materials incidents may occur anywhere in DC. These incidents will draw upon the same resources (engines or other tactical and support resources) that would be needed to assist other emergency operations. It must be assumed that some resources will become scarce, resulting in disaster-related hazardous material operations competing for resources.
7. Telephone communications may be interrupted.
8. The DCFEMS 800-MHz radio communication may be partially interrupted.
9. Access may be hampered by bridge failures, traffic congestion, damaged road systems, air traffic restrictions, and so forth, making conventional travel to incident locations extremely difficult or impossible.
10. Efficient and effective mutual aid among the various local, state, and federal hazardous material teams (HAZMAT) requires the use of the ICS together with compatible HAZMAT equipment and communication systems.

11. Several federal agencies are on a 24-hour standby to assist with cleanup of hazardous materials incidents. These include the U.S. Environmental Protection Agency (EPA), the U.S. Department of Energy, and the U.S. Coast Guard.

IV. Concept of Operations

A. General

ESF #10 will manage and coordinate hazardous materials incident control, containment, and mitigation activities, including rescue and fire suppression activities. This will be accomplished by mobilizing hazardous materials resources in support of hazardous material containment and rescue operations. ESF #10 will use established hazardous materials support organizations, processes, and procedures. Responsibility for situation assessment and determination of resource needs lies primarily with the DCFEMS Incident Commander.

B. Organization

The HAZMAT team is an integrated system of hazardous material units, support teams, and technical specialists.

1. The system is built around core units prepared to deploy immediately and initiate hazardous material control, containment, and rescue operations on implementation of ESF #10 of the District Response Plan (DRP). Primarily DCFEMS personnel who are experienced and trained in hazardous materials operations staff these units.
2. The DCFEMS Hazardous Material Task Force provides support and coordination to the Hazardous Material Unit during emergency operations.
3. Hazardous materials technicians provide expertise in hazardous materials disciplines.

C. Notification

1. In most cases, hazardous material incidents are reported directly to the 911 DCFEMS Communications Center.
2. Upon notification by the Emergency Management Agency (EMA) of a potential or actual event requiring response beyond normal response operations, or through other notification such as a direct all call, the DCFEMS Chief or designee will ensure that all senior command staff officials of DCFEMS are notified by telephone or pager through the DCFEMS Communications Center.

3. Mutual aid support will generally be requested through the DCFEMS Communications Center and coordinated through EMA when necessary.
4. The Emergency Operations Center (EOC) or 911 Public Safety Communications Center may receive notification of hazardous materials incidents from a number of sources.
5. As soon as the need for hazardous materials assets has been established, the ESF #10 Coordinator will develop recommendations for DCFEMS and EMA management on the type and quantity of resources to be alerted or activated.
6. Additional resources such as the National Medical Response Team (NMRT) may be issued Alert Orders, placing them in a state of heightened readiness to respond if subsequently activated. Alert Orders will generally state the time frame within which activation decisions are expected.

D. Response Actions

1. Initial Actions

- a. The ESF #10 Coordinator, a DCFEMS officer with the rank of fire captain or higher who will have a working knowledge of the SOPs, resources, and capabilities of the DCFEMS will:
 - Within two hours of notification, locate at the EOC as a member of the Consequence Management Team (CMT);
 - Establish communication links with primary and/or support agencies;
 - Establish communication links with the Incident Commander;
 - Establish communications link with the DCFEMS senior command staff;
 - Obtain an initial hazardous materials incident situation and damage assessment; and
 - Contribute to situation reports.
- b. DCFEMS operations will:
 - (1) Provide command and control of the incidents.
 - Institute the incident management system including unified command as necessary.
 - Notify the MPD SOCC, who will then notify all appropriate law enforcement agencies.

- (2) Provide trained hazardous materials personnel to the scene.
 - Activate the department's Mobilization Plan as necessary to recall additional hazardous materials trained personnel.
- (3) Provide sufficient technical equipment for immediate delivery to the scene.
 - Maintain hazardous materials frontline response unit for immediate response.
- (4) Perform triage and emergency medical treatment as necessary.
 - Provide emergency medical technicians and paramedics to the scene with appropriate equipment.
- (5) Perform patient decontamination as necessary.
 - Provide ready-deployable decontamination equipment, including tents and heaters, showers and water heaters, and other necessary supplies.
 - Provide mass decontamination using fire apparatus and other means if necessary.
 - Decontaminate emergency responders when indicated.
- (6) Perform emergency medical triage, treatment, and transportation as necessary.
 - Provide EMS transport units to the scene.
 - Maintain sufficient in-service ambulances.

2. Continuing Actions

- a. Activate additional mutual aid agreements with appropriate jurisdictions to ensure that adequate back-up support for hazardous material units is available as needed.
- b. Maintain an adequate on-duty force of hazardous material technicians as first responders throughout the duration of the incident.
- c. Procure and maintain a cache of necessary supplies to perform extended operations, on an emergency basis as necessary throughout the duration of the incident.
- d. Procure and maintain an adequate stock of medical supplies, including antidote kits, on an emergency basis as necessary throughout the duration of the incident.
- e. Activate agreements for emergency resupply as needed.

- f. Activate and maintain sufficient reserve ambulances and other reserve apparatus to enable additional units to be placed in service as required.
- g. Activate and maintain mutual aid agreements requesting immediate mutual aid ambulance units as needed.
- h. Request additional resources as needed.

V. Responsibilities

A. Primary District Agency

DC Fire and Emergency Medical Services Department (DCFEMS)—The DCFEMS will maintain the protection of life and property from fire hazards in public emergency situations with emphasis on incidents involving the release of hazardous materials and the use of WMD. The DCFEMS will provide emergency medical care to victims affected by chemical, biological, and radiological contaminants and will provide patient decontamination prior to transport to a hospital emergency department. Specific responsibilities include the following:

- Establish a Command Post;
- Isolate the area with the assistance of law enforcement agencies;
- Deny entry to the hazardous areas with the assistance of law enforcement agencies;
- Identify the hazardous materials involved;
- Assess the situation;
- Establish Isolation Zones (hot, warm, cold);
- Perform rescues in contaminated areas;
- Conduct operations in contaminated areas;
- Provide the delivery of emergency medical services including triage treatment and transportation to victims of hazardous materials incidents;
- Control/contain the incident;
- Decontaminate victims and emergency responders when indicated;
- Monitor downwind/downhill/downstream hazards;
- Evacuate/shelter in place as needed with the assistance of law enforcement agencies when needed;
- Request additional resources as needed; and
- If indicated, preserve the crime scene and notify law enforcement officials of a potential criminal/terrorist event.
- Coordinate decontamination, containment, public notification, etc. with DOH and EMA.

B. Support District Agencies

Support agencies will assist at the scene of a hazardous materials incident in accordance with their mission and responsibilities assigned under the DRP.

Under the terms of the region's Council of Governments' (COG) mutual aid compacts, Washington area counties may assist in responding to a hazardous materials emergency in the District of Columbia when the DCFEMS resources are unavailable and/or require added assistance.

1. **DC Hospital Association**—DC Hospital Association will work with DCFEMS to coordinate information from hospitals regarding external decontamination facilities for use at site and/or before entering hospitals. The DC Hospital Association also serves as a clearinghouse communications center to disseminate information to response personnel regarding hospital capacity and effective transportation of victims, and to avoid overcrowding.
2. **DC National Guard (DCNG)**—DCNG loans specific equipment and mobilizes units to provide the following:
 - Traffic control,
 - Emergency transportation,
 - Evacuation of civilian population,
 - Search and rescue,
 - Communications assistance,
 - Area security,
 - Protection from theft and looting,
 - Medical services,
 - Aircraft for monitoring,
 - Surface radiation monitoring,
 - Radiation hazard plotting,
 - Wind and weather data, and
 - Control of reentry.
3. **Department of Employment Services (DOES)**—DOES provides technical support (e.g. fit testing) through their Office of Occupational Safety and Health.
4. **Department of Health (DOH)**—DOH will provide technical assistance on the health and medical impact of hazardous materials and determine appropriate care for victims. DOH will provide information to the public about self-protection. DOH will help the DC Environmental Health Administration assess environmental damage and assist in cleanup and recovery planning (e.g., toxic substance, air quality, water quality, and

radiological sampling.) DOH's Medical Affairs Administration will provide medical consultation to the Incident Commander; provide advice on health risks and recommendations, and support pre-hospital care. Other offices, such as the Preventive Health Service Administration and the Medical Assistance Administration, will be involved as needed. DOH will provide assistance in the direction and control responsibilities at a hazardous materials accident scene to determine the environmental damage and suggest course of action involving oil spills, hazardous chemicals, or radioactive material.

5. **Department of Human Services (DHS)**—DHS assists in providing for evacuees' needs, including food, bedding, supplies, and transportation, using contractual services of the National Capital Area Chapter of the ARC.
6. **Department of Mental Health (DMH)**—DMH will activate its emergency plan to perform assessment, critical incident stress management (CISM) for first responders, crisis counseling, and mitigation actions.
7. **Department of Public Works (DPW)**—DPW will provide on-site refueling and on-site sand and salt as necessary for slippery conditions. DPW will provide debris removal in accordance with their Debris Removal Plan (January 2002) and emergency vehicle removal. In concert with the OCP, DPW will help coordinate the removal of hazardous materials in public space through the use of a contractor, per their Debris Removal Plan (January 2002).
8. **Emergency Management Agency (EMA)**—EMA will activate the EOC and required ESFs under the Consequence Management Team (CMT); gather, collate, analyze, and distribute necessary information and intelligence to support the incident; and perform assessment of the situation through SITREPS, determining the immediate critical needs and the need for federal assistance. The mobile command van will be dispatched to the scene to gather information on the type of hazardous material involved and other data.
9. **Metropolitan Police Department (MPD)**—MPD will provide perimeter security and staging area security to protect life and property from hazardous material accidents. If necessary, MPD will conduct door-to-door warnings in an area impacted by a hazardous material accident. MPD will assist with traffic control in pedestrian/vehicle areas, if necessary, and help notify the public of any emergency evacuation. MPD also assists with explosive ordinance processing and disposal with Military District of Washington and performs criminal investigations as necessary.
10. **Office of the Chief Medical Examiner (OCME)**—OCME will respond to the scene and provide coordination of mass fatality efforts, including

investigating, establishing temporary morgue(s), coordinating transportation of remains, performing postmortem examinations and identifications, securing evidence, certifying cause and manner of death, and releasing remains.

11. **Washington Metropolitan Area Transit Authority (WMATA)**—WMATA responds with DCFEMS to any incident involving Metro property; provides backup resources when District agency resources, personnel, and equipment must be supplemented in response to an incident that impacts Metro property; and provides Metro buses, as needed, for evacuating the population. SOPs are in place for implementing appropriate actions and providing logistical support for all incidents involving HAZMAT situations/releases.

C. Lead Federal Agency

U.S. Environmental Protection Agency (EPA)—EPA is the lead federal agency for ESF #10 and will provide direct, technical, and other support to the District through DCFEMS.

Upon the declaration of an emergency or major disaster by the President, under the authority of the Robert T. Stafford Disaster Relief Act as Amended, April 1999, FEMA and other federal departments and agencies will implement the FRP. Initially, these agencies will operate out of the FEMA Regional Operations Center (ROC). Later, when the Disaster Field Office (DFO) is established near the disaster area, the agency ESF representatives that comprise the Emergency Response Team (ERT) will be in the DFO. Also, EPA and/or the U.S. Coast Guard (USCG) may initiate operations without a presidential declaration under the National Contingency Plan (NCP), providing an On-Scene Coordinator (OSC) to manage the federal assets employed in the operation. The OSC will operate with the incident commander in a Unified Command arrangement.

The National Response Team (NRT), composed of the 16 Federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating Federal agency activities under the NCP. The NRT carries out national planning and response coordination and is the head of a highly organized Federal oil and hazardous substance emergency response network. EPA serves as the NRT Chair (Director, Chemical Emergency Preparedness and Prevention Office), and the USCG serves as Vice-Chair. Other members of the NRT include:

- Federal Emergency Management Agency
- US Department of Defense
- US Department of Energy
- US Department of Agriculture
- National Oceanic Atmospheric Administration
- US Department of Health and Human Services

- US Department of Interior
- US Department of Justice
- US Department of Labor
- US Department of Transportation
- US Department of State
- US Nuclear Regulatory Commission
- US General Services Administration
- US Department of the Treasury

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